

Section 4.6

Joint Development

This section discusses proposed recreation and public works projects that may be developed jointly with the proposed action but by other project proponents. *Joint development* is a term used by FHWA, which, in this context, encompasses opportunities and potential impacts that are also addressed elsewhere in this Supplemental EIS (i.e., pedestrian and bicycle opportunities). The following joint development opportunities are considered in the Final EIS and in this section.

- Joint use of the right-of-way for the proposed action, including future pipelines or other public works infrastructure.
- Public and private education centers and rest areas in the study area.
- Trail systems.

This section provides an update on land associated with joint development opportunities that has been acquired to date; an update on the status of the wetlands ecosystem education plan published by the UDNR Division of Wildlife Resources and the Utah Reclamation Mitigation Conservation Commission (URMCC); and a summary of UDOT's *Statewide Pedestrian and Bicycle Plan*, which was released in 2001 (Utah Department of Transportation 2001b). Various local jurisdictions have provided input since publication of the Final EIS on how a regional recreation and transportation corridor could or should be developed in conjunction with the proposed Legacy Parkway project. That input is summarized below in Section 4.6.3, *Environmental Consequences and Mitigation Measures*.

4.6.1 Approach and Methodology

4.6.1.1 Changes since June 2000 Final EIS

To update the affected environment and environmental consequences information associated with joint development opportunities in the study area, Sections 3.6 and 4.6 of the Final EIS were reviewed to determine whether any changes had taken place since publication of the Final EIS. The study area for joint development opportunities is described in Section 4.0.1, *Study Area*, of this document.

Documents reviewed for this analysis included the *Kaysville City General Plan, as Amended* (City of Kaysville 2002), the *Woods Cross City General Plan* (Woods Cross City 2003), the *Davis County Shorelands Comprehensive Land Use Master Plan* (Davis County Council of Governments 2001), and the *Envision Utah Quality Growth Strategy and Technical Review* (Envision Utah 2000).

A series of meetings was held with representatives from each of the jurisdictions in the study area—North Salt Lake, Woods Cross, West Bountiful, Centerville, Farmington, and Davis County—to discuss topics pertaining to the Supplemental EIS, including joint development opportunities, and to review trail master plans that have been updated or revised since the Final EIS was published. These meetings were held in July and September 2003 and October, November, and December 2004. Table 4.1-1 in Section 4.1, *Land Use*, provides information on the dates and attendees of these meetings. Minutes from these meetings were reviewed for this analysis (HDR Engineering 2003, 2004c).

4.6.1.2 Changes since Draft Supplemental EIS

For various reasons—including minor alignment modifications, updates of information, and corrections of inadvertent miscalculations—changes have been made to the calculations of impacts for some resources since the Draft Supplemental EIS was published in December 2004. For this joint development section, out-of-date information was updated based on recent input since publication of the Draft Supplemental EIS, and the opportunities for joint development revised as appropriate.

4.6.2 Affected Environment

The following provides a summary of information on the affected environment that has been updated since publication of the Final EIS.

4.6.2.1 Jordan Valley Water Conservancy District

As indicated in the Final EIS, the Jordan Valley Water Conservancy District (JVWCD) and the Weber Basin Water Conservancy District (WBWCD) are pursuing the development of a water treatment plant in Weber County, Utah. The proposed water treatment plant would include a 64-km (40-mi) treated-water pipeline that would extend parallel to and west of I-15 from the plant in West Haven through Clinton, Layton, Centerville, and Woods Cross, to about 3800 West 2100 South in Salt Lake City, where it would connect to the Jordan Aqueduct Reach. The water treatment plant and treated-water pipeline are sometimes called the “Bear River Pipeline” because of their association with the Bear River. Since publication of the Final EIS, property has been purchased for a water tank in West Haven, and approximately half of the property needed for the pipeline right-of-way in Salt Lake, Davis, and Weber Counties has been acquired (Hess pers. comm.).

The Bear River Pipeline project traverses the study area. Both water conservancy districts have expressed interest in possibly using the same right-of-way as Legacy Parkway, but no formal application has been submitted to UDOT to date (Hogg pers. comm.). The project is scheduled to be completed in 15 to 20 years.

Both the proposed water treatment plant and treated-water pipeline were included in the Bear River Development Act, which was passed in 1991 to direct the development of the Bear River and its tributaries. The scope of the act also covers proposals for building dams and expanding reservoirs in and along the Bear River and its tributaries. Any proposals under the Bear River Development Act, including construction and operation of the water treatment plant and/or treated-water pipeline, would be subject to appropriate environmental review.

4.6.2.2 Trail System Development

As in the Final EIS, joint development opportunities relating to pedestrian/bicycle trail systems in the study area are covered in Section 4.7, *Pedestrian and Bicyclist Considerations*.

4.6.2.3 Environmental Interpretation

The wetland ecosystem education plan developed by the Utah State University Wetlands Education Team, *Beyond Kids and Signs: A Comprehensive Wetlands Education Master Plan for the Greater Great Salt Lake Ecosystem*, was published by the UDNR Division of Wildlife Resources and URMCC in April 2000 (UDNR Division of Wildlife Resources and Utah Reclamation Mitigation Conservation Commission 2000). This plan was in development when the Final EIS was being written and was described as a draft document therein. The plan could provide opportunities for incorporating wetland ecosystem interpretation facilities, such as information and educational signs, along the proposed Legacy Parkway Trail under all the proposed build alternatives. The proposed Legacy Parkway Trail neither passes through nor abuts the Legacy Nature Preserve. No environmental interpretation facilities that encourage extended human use would be constructed in the Legacy Nature Preserve within 1.6 km (1 mi) of bald eagle nest and roost sites in the study area (see Section 4.15, *Threatened and Endangered Species*), in accordance with the CWA Section 404 permit and consistent with the biological opinion issued for Alternative D (Final EIS Preferred Alternative).

4.6.3 Environmental Consequences and Mitigation Measures

As described in the Final EIS, the construction of public works infrastructure in the project right-of-way, the development of trail systems in conjunction with the proposed Legacy Parkway Trail, and the construction of various education and recreation centers along the trail alignment are the only joint development opportunities available in the study area at this time. The environmental consequences and mitigation measures associated with these joint development opportunities are the same as those presented in the Final EIS. However, supplemental information was received from several local communities in June 2003 on how trail, education, and/or recreation facilities could be incorporated into the proposed trail alignment in their communities. The following provides a summary of the input received from each local jurisdiction since publication of the Final EIS relative to the No-Build Alternative and the build alternatives.

4.6.3.1 No-Build Alternative

Existing Conditions (2004)

As stated in the Final EIS, there would be no opportunity for joint development opportunities under the existing conditions (2004) No-Build Alternative because there would not be a project in place to facilitate the organized development of facilities such as pedestrian, equestrian, and/or bicycle trails.

Future Conditions (2020)

Similarly, under the future conditions (2020) No-Build Alternative, none of the build alternatives would be implemented, so there would be no joint development opportunities available to pursue.

4.6.3.2 Build Alternatives

Jordan Valley Water Conservancy District

As described in Section 4.6.2.1, the Bear River Pipeline project traverses the study area, and both the JVWCD and WBWCD have expressed interest in possibly using the proposed Legacy Parkway right-of-way for the pipeline. However, because there has been no application or request made to UDOT on behalf of the water conservancy districts to use any part of the proposed Legacy Parkway right-of-way for this project, and because this pipeline is not part of the purpose and need for the Legacy Parkway project, the Bear River Pipeline project is not discussed further in this Supplemental EIS.

Trail System Development

As described in the Final EIS, the multi-use Legacy Parkway Trail is proposed in conjunction with all the build alternatives. The trail, as shown in Figure 4.6-1, connects to the Jordan River Parkway Trail in the south and consists of a 2.4-m (8-ft) paved portion for pedestrians and bicycles and a 1.8-m (6-ft) unpaved portion for equestrians. The Legacy Parkway Trail would connect with the Farmington Creek Trail, and would allow connection with other pedestrian and bicycle facilities that may be developed in the future.¹ Construction of the trail would be consistent with UDOT's *Long Range Transportation Plan* (Utah Department of Transportation 2003b), as well as UDOT's *Statewide Pedestrian and Bicycle Plan* (Utah Department of Transportation 2001b).

West Bountiful

The Final EIS described potential trail access to the Farmington Bay Waterfowl Management Area via a nonmotorized overpass at Pages Lane in West Bountiful. This nonmotorized access has since been reviewed by the city and was removed from the design plans because of feasibility and cost concerns (HDR Engineering 2003). West Bountiful is proposing to construct seven access points to integrate the city's existing trail system with the proposed Legacy Parkway Trail (Flanders pers. comm.). The Legacy Parkway Trail would be the backbone of the trail system and would represent approximately 30 percent of the trail system's surface area (Flanders pers. comm.). Figure 4.6-1 has been updated since publication of the Draft Supplemental EIS to include information on existing and proposed trails in West Bountiful.

Farmington

As mentioned above, the proposed Legacy Parkway Trail would tie into the Farmington trail system through the Farmington Creek Trail. Representatives from the City of Farmington have stated that the location of the Legacy Parkway Trail under any proposed build alternative would serve the following areas and facilities (HDR Engineering 2003; Petersen pers. comm.).

- A new high school that will be located just north of Glovers Lane and directly west of the Legacy Parkway Alternative E alignment and I-15.
- Developing residential areas north of Glovers Lane between 650 West and the Legacy Parkway Alternative E alignment.

¹ The locations of the trails in Figure 4.6-1 are based on input received from community planners and derived from local land use plans. Many of these plans were completed prior to the purchase of lands associated with the proposed Legacy Nature Preserve. If constructed, trails within the Legacy Nature Preserve would likely have to be relocated to meet the conditions of the Clean Water Act Section 404 permit.

- The Davis County Fairgrounds.
- A new park located east of the fairgrounds and south of State Street.
- Public works building.
- Commuter rail station.
- State Street in the vicinity of the pedestrian bridge over I-15.
- 250 South Street at the eastern end.
- Glovers Lane in the vicinity of the overpass.

In addition, the Legacy Parkway Trail would provide Farmington maintenance crews access to sewer manholes that parallel the trail, and could provide access to portions of the D&RG railroad tracks in Farmington that are informally used for recreation (see Section 4.7, *Pedestrian & Bicyclist Considerations*). Figure 4.6-1 has been updated since publication of the Draft Supplemental EIS to include information on existing and proposed trails in Farmington.

Centerville

The City of Centerville's general plan (Centerville City 1996) includes a trails master plan, which includes a connection to the Legacy Parkway trail. No other formal plans have been made at this time (Snyder pers. comm.).

North Salt Lake

The Foxboro development is currently being constructed in North Salt Lake west of Redwood Road between Center Street and 900 North. The development was platted in 2003. It will be a mixed-use development with homes, parks, a planned elementary school, a church, and commercial zoning along Redwood Road. About 240 low- to moderate-income housing units are planned, including 12 Housing and Urban Development- (HUD-) supported transitional housing units. The development also includes trails that would tie into the proposed Legacy Parkway Trail (HDR Engineering 2003). Since publication of the Draft Supplemental EIS, construction on the Foxboro Trail has begun; the trail will be approximately 1.6 k (1 m) in length.

Davis County

UTA has submitted a proposal for construction of a recreational trail along the D&RG rail line in Davis County. UTA has applied to WFRC for funds (Congestion Mitigation/Air Quality) to convert the railway grade to a pedestrian/bicycle trail from West Bountiful to the Roy area in Weber County. The trail would be a joint development project with UTA, UDOT, and local jurisdictions and would connect with the proposed Legacy Parkway Trail under all build alternatives. As of August 2005, WFRC has not received any CMAQ funds; this has therefore not yet been funded through CMAQ.

Environmental Interpretation

In accordance with the wetland ecosystem education plan published by UDNR and URMCC, the proposed Legacy Parkway Trail would provide opportunities to incorporate wetland ecosystem interpretation facilities along the trail under all the proposed build alternatives.